



MEMORANDUM

Date: July 17, 2025

To: Luke Winchester, Chairman
and Planning Commission

From: Jon Baughman, City Planner
Jill Johnson, Planner I

Re: The Sutton
LUA/PMDP
Map – 072
Parcel(s) – 047.00, 047.01, 048.00 & 049.00
Map – 077
Parcel(s) – 010.02, 011.01, & 012.02

Request: Submitted by Barge Design Solutions, on behalf of Tulit Investments LLC, the applicant seeks a land use plan amendment, rezone and preliminary master development plan approval for a mixed-use commercial and residential development with 649 dwelling units and 102,132sf of commercial space on Golden Bear Gateway in District 3.

Overview: The subject property is 73.96 acres bounded by Golden Bear Gateway to the west, Division Street to the north and Rutland Drive to the east and is located wholly within the City limits. Proposed for the site is a mixed-use PUD with two base zoning districts and a mix of commercial space and residential product. The proposed residential density, overall, for the PUD is 8.78 units/ acre. Commercial space provided in the PUD is 102,132 gross square feet. A summary of the land use plan and zoning changes requested is provided below:

REQUEST SUMMARY	Land Use Map	Requested Classification	Current Zoning	Requested Zoning
The Sutton	Mixed Use	Mixed Use & Single Family Residential	OPS, OPS-PUD, RS-40	CMU & RS-10-PUD

Future Land Use Plan: The City's future land use map identifies the entire property as mixed use. The applicant is seeking a land use plan amendment for 27.17 acres to single family residential for the construction of single-family homes in a portion of the PUD. The land use plan does not support the request.

Zoning: The zoning is presently OPS, OPS-PUD and RS-40. The applicant is seeking CMU zoning for 46.74 acres and RS-10 for 27.17 acres of the PUD.

Findings: In reviewing the requested zoning actions, staff finds that the request DOES NOT agree with all of the following findings, as contained in the zoning ordinance. The proposed annexation and rezone:

1. *IS NOT* agreement with the general plan for the area, and **LAND USE PLAN**
2. *does not* contravene the legal purposes for which zoning exists, and
3. *will have no adverse effect upon joining property owners, unless such effect can be justified by the overwhelming public good or welfare, and*
4. *is not materially beneficial to a property owner or small group of property owners and will not be detrimental to the general public, and*
5. *is possible because conditions affecting the area have changed to a sufficient extent to warrant an amendment to the zoning map, and*
6. *allows uses by right, for which the base infrastructure is in place or will be required, to support their operation.*

Preliminary Master Development Plan:

6-102a Bulk Standards: The total acreage of the proposed development is 73.96 acres, exceeding the minimum required for multifamily developments (20ac) and the proposed residential density is 8.78 units/acre, below the maximum permitted for the requested CMU zoning district (16.1 ac). The multi-family/commercial portion of the PUD includes a residential density of 12.52 units/acre and 102,132 sf of commercial space. The single-family component has a density of 2.32 units/acre (63 lots). The phasing plan includes 9 phases. The estimated population is not provided; the total number of residential units is 649.

1 bedroom: 290
2 bedroom: 109
3 bedroom: 29
Townhomes: 158
Single family: 63

Mixed use developments are held to the residential bulk regulations of RM-16. Average lot size for the single family, RS-10, component is 8,054sf, the smallest being 6,060sf and the largest 12,590. The City's minimum and average lot size ordinance applies to residential PUDs only, not mixed-use PUDs.

6-104.1 Mixed-Use Regulations: 35.39 acres of the PUD are slated for commercial use (48% of the land area of the PUD) 25% is required per the requirements of ordinance 22-51 approved in October 2022, the project exceeds the minimum. While the square footage of commercial for the PUD is identified the particular uses are not, except for a big box store.

Streets/Sidewalks/Access: The sidewalk network looks complete, further review will occur at subsequent submittals. There are vehicular access points along each of the project's road frontages, Rutland Drive, GBG and Division.

Parking: Parking appears to be adequately accommodated; further review will occur with subsequent submittals. A shared parking arrangement between nighttime and daytime uses for up to 25% of the required mixed-use area parking is requested and subject to Planning Commission approval.

Amenities: Amenities proposed include: a relocated GBG trailhead, dog parks, trails, unprogrammed open space, splash pad, town square, pool, outdoor grilling space, fire pit, business center, fitness center, golf simulator, co-working space, coffee lounge, cabanas, etc. Open space totals 22.55 acres of the PUD, or 30%.

Multi-family and Commercial Building Design Standards: Renderings are supplied to illustrate the overall appearance of the PUD. Façade material and other design standard waivers are outlined below and are subject to recommendation and approval by the Board of Commissioners. Elevations will be required with subsequent submittals.

Article X Landscaping: The applicant is not requesting any variance or waivers from the requirements of article X. A full landscape plan will be required and reviewed upon submittal of site plans and preliminary plats.

Waivers/Variances: The following waivers are requested:

1. 5-104.4 – Access streets to allow front load garages with decorative doors – STAFF DOES NOT SUPPORT
2. 4-104.401 – 33 single family homes on a cul-de-sac (14 max.) – PW TO RECOMMEND
3. 5-103a – Single family bulk regulations as follows:
 - a. Front setback 20' (30') PZ SUPPORTS
 - b. Side setback 7.5' (8') PZ DOES NOT SUPPORT
 - c. Min. lot width 50' (60') PZ SUPPORTS
 - d. Lot coverage: 50% (35%) PZ SUPPORTS
4. 12-102 – Disturb slopes 20% or greater in a cut condition only PUBLIC WORKS TO RECOMMEND
5. 5-104a.4 – Omit perimeter fence around multifamily PZ SUPPORTS
6. 6-103.3 – Max. height of 55' The development site is approximately a mile from the I-40/GBG interchange, outside of the ½ mile required for additional height. PZ DOES NOT SUPPORT
7. 5-104.4 – Less than 22' long driveways for alley loaded and front-loaded townhomes PZ DOES NOT SUPPORT
8. 4-114.1 – 50% masonry, 50% secondary Hardie and board and batten for multi family PZ SUPPORTS 70% MASONRY AND 30% SECONDARY
9. 5-104.4 - 50% masonry, 50% secondary Hardie and board and batten for single family PZ SUPPORTS 70% MASONRY AND 30% SECONDARY
10. 5-104.4 – Omit the masonry column between single family two car garages front facing if a decorative door is used PZ SUPPORTS
11. 5-104.4 – Front facing, single family garage doors to be 50% of the front façade if a decorative garage door is used PZ DOES NOT SUPPORT
12. 5-104.4 – Single-family, front-loaded garages to be flush with the front façade PZ SUPPORTS
13. 5-104.4 – Single family lots less than 10,000sf (6,060sf the smallest) PZ SUPPORTS 8,000SF
14. 6-102.1 – Grocery store to be 10,000sf (in lieu of 20,000sf required) PZ SUPPORTS
15. 9-103.1.2 – 25% shared parking in the mixed use area of the PUD PZ SUPPORTS

16. 6-103.7.3 – Omit sidewalks in areas that require environment impact PZ DOES NOT SUPPORT
17. 6-103.4 – Allow townhome balconies to encroach into yards PZ SUPPORTS
18. 8-207.5.4 – Greenway trail to be mulched in lieu of paved PZ DOES NOT SUPPORT

Summary: This PUD will add 649 residential units, 102,132 square feet of commercial space and associated improvements to the Golden Bear Gateway/E. Division area in District 3. The future land use does not support the rezone request for single family residential.

Staff does not support the townhomes against Golden Bear Gateway as proposed, as this is a major commercial corridor in the City, this area should be developed with commercial uses along this frontage in lieu of residential.

The waivers and variances detailed above are subject to Planning Commission and Board of Commissioners approval. Full compliance with code is required, excepting any waivers or variances granted. Many of the conditions below are addressed with notes indicating compliance with many of the City's requirements.

Recommendation: Should the Planning Commission make a positive recommendation to the Board of Commissioners for the land use amendment, rezone and preliminary master development plan for the Sutton on Golden Bear Gateway, please include the following conditions:

Planning and Zoning:

1. Live/work spaces are not permitted to contribute to commercial square footage.
2. Amenities may not contribute to commercial square footage.
3. Provide landscaped islands every 15 parking spaces.
4. All requirements of the City's Subdivision regulations shall be adhered to, except any waivers approved by the Board of Commissioners.
5. 5-104.1 Multifamily guidelines shall be adhered to, excepting any waivers approved by the Board of Commissioners.
6. 6-104.1 Mixed-use regulations shall be adhered to, excepting any waivers approved by the Board of Commissioners.
7. 5-104.4 Single family guidelines shall be adhered to excepting any waivers approved by the Board of Commissioners.
8. Exterior lighting fixtures mounted to the buildings shall be decorative. Wall packs are not permitted.
9. All poles and posts throughout the PUD shall be powder-coated black, channel posts are not permitted.
10. Bollards shall not be painted yellow; rather black gray or another neutral color.
11. Wheel stops are not permitted.
12. Corner lots and edge units shall be designated critical façade lots.
13. All fencing shall be decorative and constructed of low maintenance material.
14. HVAC and utility equipment shall be screened entirely from horizontal view by parapet walls if roof mounted and masonry enclosure or landscaping if ground mounted.
15. Wall mounted utility meters and associated equipment shall be painted to match the façade it is attached to.

16. Metal and vinyl shall not be permitted as secondary façade materials.
17. Brick shall be clay, baked and individually laid.
18. Stone shall be individually laid.
19. Wet ponds shall have lighted fountains for aeration and landscaping around the perimeter.
20. Preserve as many trees as possible. Should existing vegetation be utilized for required landscaping provide a tree survey at final master development plan submittal.
21. Provide bike racks per code.
22. Provide trash receptacles per code.
23. Fire pits shall be set in a brick or stone base.
24. Dumpster enclosure and trash compactors shall be faced with masonry and meet the requirements of 6-103.7, regulations for dumpster enclosures.
25. 2,000sf of clubhouse area, up to 200 units, is required, plus 10sf per each additional dwelling in multifamily areas per multi-family regulations.
26. Provide commercial and/or mixed uses along the entire Golden Bear Gateway frontage in lieu of the townhomes/strictly residential as this is a major commercial corridor in the City.
27. Detention ponds, easements, etc. shall not be counted towards improved open space requirements.
28. Provide decorative streetlighting at the entrances and throughout the PUD per recently approved ordinance 2025-24.
29. Parking lot lighting shall be decorative fixtures mounted to black poles. Poles shall be placed in landscaped areas or yards not in the parking lot.
30. Paint wall mounted utility equipment and meters to match the building façade it is attached to.
31. Landscape buffers shall be located in open space and not on individual lots. The HOA or management company shall be responsible for the maintenance of all buffers.
32. Mail kiosks shall be covered, lighted and include designated parking.
33. Signage to be reviewed via a separate application to the Planning Department.
34. The full complement of required parking shall be required if the 25% share request is not approved by the Planning Commission.

Engineering:

1. This PMDP shall be stamped, signed, and dated by a TN registered engineer for all future submittals.
2. In the event karst features are encountered during grading, a licensed geotechnical engineer shall document the feature, and the feature shall be located by a licensed surveyor. If the feature is to be remediated, the geotechnical engineer shall provide a remediation plan to the City for approval. Efforts will be made to minimize any remediated features within building envelopes.
3. Do not install EPSC measures in existing landscaping being preserved as a buffer.
4. Landscaping plans shall be approved prior to the issuance of the Land Disturbance Permit.
5. If wet ponds are used, aeration shall be provided.
6. Stormwater: Rule 400-10-.04 need at construction plans, 100-year storm for detention.
7. A letter of approval from West Wilson Utility District will be required prior to construction plan approval is issued.
8. Grinder systems or on-site step systems will not be allowed for this development.
9. The internal pump station shall be public and designed to City standards.

10. All sewer mains (minus laterals) shall be public and within a 20' (minimum) easement.
11. The public sewer shall not be placed within private alleys.
12. Sewer availability has been granted. The developer shall upsize the existing gravity sewers to accommodate the flow from the development's discharge point (at the existing manhole) to the Volunteer (7-Eleven) pump station. Sizing parameters shall be determined at construction plan review.
13. Offsite sewer shall not be under the greenway. Alignment of the sewer shall be determined at the FMDP.
14. Provide hydrologic determination by FMDP.
15. Variances:
 - Request to disturb slopes more than 20% - Staff supports in a cut condition only.
 - Request to allow front loading garages on access streets (Zoning Reg 5-104.4.10) – **Not supported.**
 - Request to allow more than 14 lots on a cul-de-sac (Sub Reg 4-104.401) – **Supported conditionally that the street include 24' of pavement.**
 - Request to allow up to 25% shared parking (Zoning Reg 9-103) – **Not supported without a shared parking analysis.**
 - Request to allow permanent dead ends to terminate within 150' of the property boundary (Sub Reg 4-104.405) – **Supported**
 - Request to allow residential frontages on a collector (Sub Reg 4-104.303) – **Supported on one side of the street with shared driveways. No lots may have individual driveways along the collector**
 - Request to waive sidewalk requirements in areas with environmental impacts (Sub Reg 4-103.102) – **Not Supported**
 - Request for the greenway to be a mulch trail – **Not Supported**
16. The following off-site improvements will be required based on the results of the MTA:
 - a. Golden Bear Gateway and Rutland Drive
 - i. A traffic signal should be installed at this intersection when warranted. A signal warrant analysis should be submitted with each FMDP/Site of a commercial parcel or final plat (residential). The median on Golden Bear Gateway and Athletes Way shall be closed when the signal is installed.
 - ii. The southbound approach of Rutland Drive should be widened to include an exclusive left-turn lane. This improvement should be done prior to the construction of the project entrance on Rutland Drive.
 - b. Golden Bear Gateway and E. Division Ramp/Site access
 - i. The site access at this intersection shall be right-in/right-out only. The median on Golden Bear Gateway shall be modified to allow lefts onto and off of the ramp, but not into the site.
 - ii. This may require the site access location be moved.
 - c. Golden Bear Gateway Signals
 - i. A time-of-day and coordination plan shall be developed for all signals between Division Street and Summit Boulevard. This plan shall be implemented prior to the opening of 50% of the commercial area or the installation of the signal at Rutland Drive, whichever occurs first.
 - ii. Opticom preemption with a perpetual license shall be installed at all signals between Division Street and Summit Boulevard.

17. Site Access

- a. Site Access 1 shall be located on Golden Bear Gateway at the signalized intersection at Athletes Way. This approach shall include protected/permissive left-turn phasing and run concurrently with the Athletes Way approach.
 - b. Site Access 2 shall be located on Rutland Drive. A left-turn lane should be installed on Rutland Drive at the intersection. This driveway must meet HSAM spacing requirements.
 - c. Site Access 3, as proposed on Rutland Drive, does not meet HSAM spacing requirements and therefore is not supported. However, capacity analysis indicated the driveway to be located outside the queue from a signal at Rutland Drive and Golden Bear Gateway.
 - d. Site Access 4 shall be located on Golden Bear Gateway, opposite the Project Jolene driveway. This driveway shall be right-in/right-out only and a median shall be installed along Golden Bear Gateway.
 - e. Site Access 5 shall be located on Golden Bear Gateway, opposite the Division Street ramp. This driveway shall be right-in/right-out only. The median on Golden Bear Gateway shall be modified to allow lefts onto and off of the ramp, but not into the site. This may require the location of the driveway be changed.
 - f. Site Access 6 shall be located on East Division Street and include left-turn and right-turn lanes on Division Street. This driveway must meet HSAM spacing requirements to Golden Bear Gateway and Rutland Drive.
 - g. Site Access 7 shall be located on Rutland Drive and meet HSAM spacing requirements from Division Street.
18. Sidewalks are required along all road frontage.
 19. Pedestrian Access Routes (PAR) are required from the ROW to all businesses per ADA standards.
 20. All roads serving the multifamily and commercial portions of the site shall be private. The central spine collector shall be a minor collector if public, and adhere to all design standards, widths, and access standards of a minor collector cross-section.
 21. Sidewalks adjacent to perpendicular parking shall be at least 7' wide to account for vehicle overhang.
 22. Sidewalks adjacent to parallel parking shall be at least 6' wide, excluding the width of the curb, to account for mirrors and doors.
 23. All shared use paths must be at least 10' wide.
 24. The shared use path along Golden Bear Gateway shall be moved in front of the signage at the signal to provide better lines of sight to turning motorists and to prevent bicycles and pedestrians crossing through the vehicle queues.
 25. The alleys within the townhome areas shall include at least 20' of pavement.
 26. Perpendicular parking on the alleys must comply with the parking dimensions provided in the Zoning Ordinances. Consider angled parking to reduce the required drive aisle width.
 27. All sidewalks on the collector between E. Division Street and Rutland Drive shall be at least 6' wide. Sidewalks are required on both sides of the street over the stream crossing.
 28. Truck turning templates are needed to show delivery operations. Please provide a zoomed in figure on the proposed roundabout at FMDP.
 29. Curb and gutter are required any place with sidewalk or shared use paths within the City limits.
 30. All pedestrian facilities shall comply with ADA and PROWAG standards.

31. Adequate sight distance shall be provided at all intersections. Sight distance profiles will be provided at FMDP.
32. Angled on-street parking is supported only on the private central access road opposite Athletes Way. The road must include a center median and meet the drive aisle width required in the zoning code.

WWUD:

1. No comments provided by WWUD. Coordinate with WWUD prior to construction.

Wilson County Schools:

1. No Comments Received.